



STATE OF ARIZONA

JANICE K. BREWER
GOVERNOR

EXECUTIVE OFFICE

February 16, 2010

The Honorable Barack Obama
The President of the United States of America
The White House
1600 Pennsylvania Avenue
Washington, D.C. 20500

Through: Nancy Ward, Regional Administrator
FEMA Region IX
1111 Broadway
Oakland, CA 94607

Subject: Request for Major Disaster Declaration for
Severe Winter Storm/Snowstorm Event

Dear Mr. President:

Under the provisions of Section 401 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5207 (Stafford Act), as implemented by 44 CFR § 206.36, I respectfully request that you declare a major disaster for the State of Arizona resulting from a severe winter storm/snowstorm emergency. The storm began January 18, 2010 and continued through January 22, 2010 impacting eleven counties, one city and six Tribal Nations. The eleven affected Counties are Apache, Coconino, Gila, Greenlee, La Paz, Maricopa, Mohave, Navajo, Pima, Pinal and Yavapai, and the one city is the City of Yuma (located within Yuma County). The six affected Tribal Nations are the Gila River Indian Community located within Maricopa and Pinal Counties; the Hopi Tribe within Coconino and Navajo Counties; the portion of the Navajo Nation within Arizona boundaries which spans Apache, Coconino and Navajo Counties; the Tohono O'odham Nation located within Pima and Pinal Counties; the San Carlos Apache Tribe located within Gila and Graham Counties; and the White Mountain Apache Tribe in Apache County.

The Winter Storm

During the week of January 17, 2010, Arizona was impacted by storm systems that rode a powerful upper level jet stream across the Pacific Ocean. These storms, which entered

Arizona on January 18th and exited on January 22nd, brought large amounts of rain and record levels of snowfall. The precipitation totals recorded at the impacted locations varied from 1.7" up to 4" for the central Phoenix area, and from 5" to over 8" in other areas of the State. Snow accumulations for the week reached as high as 4' in higher elevations. At the peak of the storms on January 21st, forty geographic locations across Arizona were under one or more National Weather Service warnings, watches or advisories.

In central Arizona, which includes La Paz, southern Yavapai, Maricopa, Gila, Pinal, Graham and southern Greenlee counties, several new precipitation records were set during the week. Phoenix established new precipitation records on January 19th, 20th, and 21st as well as setting the record low pressure in Phoenix on January 21st. There were reports taken during the storm describing uprooted trees, building damage in the Phoenix metro area, and reports of hurricane-force winds that reached as high as 74 miles per hour (mph). Flooding events in the State were widespread. The most significant storm-related events included the rise of the Agua Fria River to a record stage at Rock Springs, the flooding of the Wenden area, numerous highway closures due to water on the road, snow in higher elevations, landslides, roof collapses due to record snowfalls, and the greatest all-time water values recorded over five days for the Verde and Salt River basins. The highest precipitation amounts for the period ranged from 11" to 12" in southern Yavapai County. This area in Yavapai County experienced additional tragedy when a six-year old boy was swept away from his family as they tried to cross the Yarber Wash – his remains were later found in the Agua Fria.

In southern Arizona, which includes Yuma, Santa Cruz, Pima, and Cochise counties, the storm brought heavy rainfall and very strong winds throughout the week. Tucson reported wind gusts ranging from fifty to eighty mph at lower elevations, and wind gusts between eighty and 100 mph reported at higher elevations. The damages associated with these high wind conditions included downed trees, downed power lines, and damage to debris retention walls. In the mountains, blizzard conditions were observed with snow amounts in the 1'-3' range above 7000 feet, accompanied by even deeper snowdrifts. Area rainfall was between 1" and 2.5" during this period. This rainfall, along with Santa Catalina Mountain snowmelt, caused significant rises on Sabino Creek.

Northern Arizona, which includes Mohave, northern Yavapai, Coconino, Navajo and Apache counties, received near record level snowfall totals across the region from this storm. The counties of northern Arizona experienced several roof collapses, Interstate Highway and local road closures, along with power outages at various rural locations lasting several days. Total snowfall in Flagstaff (Coconino County) during these storms was 54.2," or the second highest storm snowfall in the city's history. The storms also brought a total precipitation of 5.27" which ranks as the sixth highest storm total precipitation in Flagstaff history. East of Flagstaff, the populated area of Keams Canyon, which is a Census-designated place (CDP) on the Hopi Indian Reservation, received 12" of snowfall while Window Rock (CDP) on the Navajo Indian Reservation received 16" to 19". Along the Mogollon Rim, Show Low (Navajo County) received 32" to 36" of

snowfall while the populated area of McNary (CDP) on the Fort Apache Reservation received 43". The majority of locations between 5000' and 7000' in elevation received between 1' and 4' of snowfall, with accompanying drifts as high as 8' in some areas. Tragically, three storm-related deaths occurred within the Navajo Nation.

Actions Taken

In response to the situation, I took action in accordance with Arizona Statutes and Section 401 of the Stafford Act and directed the execution of the State Emergency Plan on January 21, 2010. On January 21st, I declared a State of Emergency for Apache, Coconino, Gila, Maricopa and Navajo Counties. This was followed by an amended declaration on February 11th, which added Greenlee, La Paz, Mohave, Pima, Pinal and Yavapai Counties and the City of Yuma. The amended declaration also identified the six Tribal Nations impacted by this event.

On January 23, 2010, I requested DHS/FEMA and the Small Business Administration (SBA) to assist with a joint Federal, State and local assessments of the damaged areas. The joint assessments began on January 26, 2010 and continued until February 5, 2010.

Individual Assistance Impacts

Preliminary assessments indicated the most severe residential impacts were to Black Canyon City in Yavapai County and to communities along Tonto Creek in Gila County. Yavapai County received extensive flooding from the Agua Fria River. Many residents were permanently driven from their homes in Black Canyon City as a result of the flooding. Tonto Creek in Gila County reached its flood stage inundating homes in the Gisela and the Tonto Basin area. Nearly all of the destroyed or extensively damaged homes were primary residences without coverage from the National Flood Insurance Program (NFIP). Most affected residences were mobile homes, travel trailers, or manufactured housing. The demographics for both the Black Canyon City and Gisela/Tonto Basin areas reflect a high number of low and fixed income individuals and families. Average annual income for Black Canyon City is between \$13,812 and \$18,099. Average annual income for the Gisela/Tonto Basin is between \$10,000 and \$17,899. The number of damaged homes in these small communities is concentrated and traumatic. In the 2000 Census, Black Canyon City had only 2,697 residents and Tonto Basin only 840. Given these characteristics, it is unlikely the individuals/families from these areas will be able to recover and regain permanent housing without direct assistance in the form of a housing mission from DHS/FEMA.

The Tohono O'odham Nation has suffered from significant impacts to residential properties. There are a significant number of homes that will not be considered habitable by codes and standards. Further, there are significant repair needs for damaged homes that are salvageable. Those citizens don't have anywhere to go and do not want to leave their homes, often in fear that the homes may be robbed. Severe cutbacks in Tohono O'odham Nation's office of Emergency Management budget have made assistance

efforts very difficult. The general consensus is that recovery from the storm damage is above and beyond the Tohono O'odham Nation's resource capacity. The storm's impacts, which were on top of previously existing resident challenges, have been devastating. Sixty-seven percent of Tohono O'odham residents are living at or below poverty level and the average household income is a mere \$19,970. Further, the Nation suffers from a forty-two percent unemployment rate. Based on all these challenges, I believe it is reasonable to conclude that recovery is unlikely without assistance.

A few affected counties have had only partial results from preliminary assessments or have not been assessed at all because of inaccessibility due to accumulated snowpack. The counties that have only been partially assessed and still need additional damage assessment are La Paz and Yavapai. The counties that have been inaccessible due to accumulated snowpack are: Apache, Greenlee and Navajo. We will be requesting both additional and initial joint DHS/FEMA, SBA, State and local assessments of damages to residences and businesses in all of these counties.

Public Assistance Impacts

The most severe impacts sustained under the Public Assistance program categories that were documented during the joint preliminary damage assessments were costs expended for emergency protective measures (Category B), roads and bridges (Category C) and buildings and equipment (Category E). It is important to note, though, that there were a number of areas inaccessible due to the snow coverage, mainly within areas of Apache, Coconino, Greenlee and Navajo Counties. It is anticipated that the amount of actual damage will increase as compared to the preliminary assessment once the snow has melted and those areas can be accessed to determine actual impacts as a direct result of this winter storm event.

Request for Assistance

I have determined that this incident is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local governments and that supplementary Federal assistance is necessary.

For Individual Assistance (IA), I am requesting the Individuals and Households Program (IHP), which includes Disaster Housing and Other Needs Assistance (ONA), Disaster Legal Services, Disaster Unemployment Assistance, Crisis Counseling Programs, and Small Business Administration disaster loans. I am requesting these IA Programs for Gila and Yavapai Counties and the Tohono O'odham Nation initially. Also, if additional damages to residences and businesses are identified during the follow-on PDA process, I will be requesting these IA Programs for the five counties – Coconino, Apache, Navajo, Pima and Pinal – which have Tribal Nations located within their county boundaries.

Arizona is a rural state. Eighty-percent of the Arizona's population is located in the Phoenix and Tucson metropolitan areas. The small population outside of these areas is

spread over more than 100,000 square miles. Consequently, Arizona does not often have disaster impacts like other more densely populated states. The storm-related damage to homes and businesses in several communities, however, has been significant and requires immediate coordinated federal support to ensure that residents of these communities can stabilize and recover. Arizona has limitations in adequately addressing these unique housing issues and building/home replacement challenges. Further, a key IA provision found in 44 CFR 206.48(b)(6) specifically states, "there is no set threshold for recommending individual assistance." Given the limitations, challenges and the regulatory provision of 206.48(b)(6), I believe asking for IA support to flow to these affected communities is both justified and appropriate.

I am also specifically requesting federal Public Assistance for the following counties that have met or exceeded their county per capita impact: Apache, Coconino, Gila, Greenlee, La Paz, Mohave, Navajo, Pinal and Yavapai as well as the following six Tribal Nations consisting of the Gila River Indian Community, Hopi Tribe, Navajo Nation, Tohono O'odham Nation, San Carlos Apache Tribe and the White Mountain Apache Tribe. The State of Arizona is requesting to manage the Public Assistance Program for its subgrantees based on our successful program management in our last six Presidential Major Declarations (1347, 1422, 1477, 1581, 1586 and 1660) and two Presidential Emergency Declarations (3241 and 3307). Since the Tribal Nations within Arizona are sovereign and truly considered "states" within the State of Arizona, my request, on behalf of those Nations, would be that FEMA work directly with each Nation. All Tribal Nations identified within this request would act as their own Grantee for Public Assistance under FEMA Disaster Assistance Policy 9521.4.

I have received specific requests for Public Assistance from the Gila River Indian Community and the Tohono O'odham Nation—each has sustained significant infrastructure damages, including but not limited to, damages documented in the PDA. While these damages were all sustained within tribal boundaries, it should be noted that the reservations of each of these tribes span more than one county boundary. Specifically, the Gila River Indian Community spans Maricopa and Pinal counties and the Tohono O'odham Nation spans Pima and Pinal Counties. Each is continuing to account for costs incurred in response to the event and are finding additional damages sustained as a result of the event. I am requesting on behalf of the Gila River Indian Community and the Tohono O'odham Nation that FEMA address their needs and impacts relative to their tribal boundaries and not the Arizona's county boundaries, and to include both tribes in the declaration recognizing their total impacts. The Gila River Indian Community's population of 11,257 and estimated damages of \$501,000 equates to a per capita impact of \$44.51. The Tohono O'odham Nation's population of 10,787 and estimated damages of \$217,560 equates to a per capita impact of \$20.17. Both of these impacts are well above the current state per capita figure of \$1.29 and the county per capita figure of \$3.23.

Arizona is also requesting the Hazard Mitigation Grant Program (HMGP) be made available statewide with priority given to applications submitted from within all the areas

requested above. It is important to note that the State of Arizona has a Standard Multi-Hazard Mitigation Plan, which was approved by FEMA on December 13, 2007. It is understood that all HMGP applicants must have a FEMA approved multi-hazard mitigation plan to be considered eligible.

Preliminary estimates of the types and amount of assistance needed under the Stafford Act are tabulated in Enclosures A and B. Estimated requirements for assistance from certain Federal agencies under other statutory authorities are tabulated in Enclosure C.

As Governor, I normally have access to a State Emergency Fund of \$4,000,000 annually. Due to budget reductions, though, the fund was only allocated \$2,900,000 for the fiscal year ending June 30, 2010. Outside of the event covered in this letter, \$600,000, or approximately 21% of the total balance, has been obligated for emergencies or contingencies. We currently have twelve open State disasters, eight of which are also Federal declarations. One is in the process of termination, three are in the final closeout and subsequent termination phase, three are active and our latest emergency declaration (3307) is current and active as well. To date, I have allocated \$200,000 by declaration to this emergency, and the State Emergency Council, which convened on February 5, 2010, unanimously approved the allocation of an additional \$1,000,000 to this January 2010 event leaving a balance of \$900,000 available through June 30, 2010. For all the current open declared disasters, there is remaining an estimated \$1,325,000 in unallocated obligations to be funded from the State Emergency Fund. If the January 2010 disaster is not federally declared, there will be an additional \$12,000,000 in obligations to be funded by the Governor's State Emergency Fund. If this is the case, Arizona will carry over financial obligations in excess of \$13.3 million into FY 2011, FY2012, and potentially FY 2013 (assuming no other events) before we would be able to cover the costs of the open emergencies. Over the past ten years, Arizona has averaged five "state-declared" emergencies each year. In short, Arizona is in critical need of federal assistance to address the impacts of the January 2010 storm.

I certify that for this major disaster, the State, Tribal Nations and local governments will assume all applicable non-Federal share of costs required by the Stafford Act. Total expenditures are expected to exceed \$2.9 million, in accordance with the table in Enclosure D.

At this time, the State of Arizona is not requesting any Direct Federal Assistance (DFA). If we request it in the future, we will complete the necessary certifications.

In addition, I anticipate the need for debris removal, which poses an immediate threat to lives, public health, and safety.

Pursuant to Sections 403 and 407 of the Stafford Act, 42 U.S.C. §§ 5170b & 5173, the State agrees to indemnify and hold harmless the United States of America for any claims arising from the removal of debris or wreckage for this disaster. The State agrees that debris removal from public and private property

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will not occur until the landowner signs an unconditional authorization for the removal of debris.

I have designated Louis B. Trammell as the State Coordinating Officer for this request. He will work with the Federal Emergency Management Agency in damage assessments and may provide further information or justification on my behalf.

Sincerely,



Janice K. Brewer
Governor

Enclosures

ENCLOSURE A TO MAJOR DISASTER REQUEST

Estimated Requirements for Individual Assistance
Under the Stafford Act

| County (List each requested county) | Assistance to Individuals and Households | | | | | Other Programs (Disaster Unemployment Assistance, Legal Services, and Crisis Counseling) |
|---|---|---------|-------------|--------------------------------------|------------------------------|--|
| | Temporary Housing (Indicate No.) | Repairs | Replacement | Permanent Housing Construction | Other Needs Assistance | |
| Gila | 87 | 39 | 61 | 0 | 100 | 100 |
| Yavapai | 39 | 13 | 29 | 0 | 42 | 42 |
| Gila River Indian Community | 4 | 262 | 1 | 0 | 263 | 263 |
| Tohono O'odham Nation | 16 | 117 | 2 | 0 | 119 | 119 |
| | | | | | | |
| TOTAL | 146 | 431 | 93 | 0 | 524 | 524 |

ENCLOSURE B TO MAJOR DISASTER REQUEST

Estimated Requirements for Public Assistance
Stafford Act

CATEGORY

| County | A | B | C | D | E | F | G | Total |
|---------------------------------|-----------|-------------|-------------|-----------|------------|-----------|-----------|--------------|
| Apache | | \$ 704,620 | \$ 677,047 | | \$ 25,019 | \$307,272 | | \$ 1,713,958 |
| Coconino | | \$1,053,688 | \$ 660,000 | | \$ 291,500 | \$ 8,500 | | \$ 2,013,688 |
| Gila | | \$ 59,827 | \$ 250,000 | | \$ 12,500 | | | \$ 322,327 |
| Greenlee | | \$ 114,613 | \$ 23,430 | | | | | \$ 138,043 |
| La Paz | \$ 84,000 | \$ 31,300 | \$ 462,000 | \$ 11,000 | \$ 12,000 | \$ 78,000 | \$ 6,000 | \$ 684,300 |
| Mohave | \$ 65,637 | \$ 34,488 | \$1,090,000 | | | \$ 10,000 | \$ 13,000 | \$ 1,213,125 |
| Navajo | | \$ 513,000 | \$ 933,000 | \$ 16,500 | \$ 20,000 | | | \$ 1,482,500 |
| Pinal | | | | \$320,000 | | | | \$ 320,000 |
| Yavapai | \$255,500 | \$ 33,500 | \$ 208,000 | | \$ 155,300 | \$ 9,500 | \$107,000 | \$ 768,800 |
| State Agencies | | \$ 245,460 | | | | | | \$ 245,460 |
| Tribal Nations | | | | | | | | |
| Gila River Indian Community (P) | \$ 22,000 | \$ 72,000 | \$ 35,000 | \$150,000 | \$ 123,000 | \$ 21,000 | | \$ 423,000 |
| Gila River Indian Community (M) | \$ 3,000 | \$ 10,000 | \$ 5,000 | \$ 20,000 | \$ 35,000 | | \$ 5,000 | \$ 78,000 |

| | | | | | | | | |
|-----------------------------|-----------|-------------|-------------|-----------|-------------|------------|-----------|--------------|
| Hopi Tribe | | \$ 137,000 | | | | \$ 149,000 | | \$ 286,000 |
| Navajo Nation (A) | | \$ 477,754 | | | | | | \$ 477,754 |
| Navajo Nation (N) | | \$ 150,000 | \$ 1,000 | | | \$ 5,000 | | \$ 156,000 |
| San Carlos Apache Tribe | | \$ 10,000 | \$ 370,000 | | | | \$ 60,000 | \$ 440,000 |
| Tohono O'odham Nation | \$ 3,500 | \$ 53,060 | \$ 91,000 | | | \$ 52,500 | \$ 17,500 | \$ 217,560 |
| White Mountain Apache Tribe | | \$ 550,924 | | | | \$ 185,000 | \$ 13,000 | \$ 748,924 |
| Totals: | \$430,637 | \$4,241,234 | \$4,805,477 | \$517,500 | \$1,065,819 | \$464,772 | \$186,000 | \$11,729,439 |

Estimates are to reflect total eligible costs before any cost sharing.

Tribal Nations:

Gila River Indian Community (P) within Pinal County

Gila River Indian Community (M) within Maricopa County

Hopi Tribe within Navajo County

Navajo Nation (A) within Apache County

Navajo Nation (N) within Navajo County

San Carlos Apache Tribe within Gila County

Tohono O'odham Nation within Pima County

White Mountain Apache Tribe within Navajo County

ENCLOSURE C TO MAJOR DISASTER REQUEST

Estimated Requirements for Other Federal Agency Programs

| County | SBA Home Loans | SBA Business Loans | FSA Loans | NRCS | FHWA | USACE | OTHER |
|---------------|----------------------|--------------------------|--------------|------|--------------------|-------|-------|
| Coconino | | | | | \$494,000 | | |
| Gila | 12,000,000 | 1,600,000 | | | \$558,200 | | |
| La Paz | | | | | \$780,000 | | |
| Maricopa | | | | | \$630,675 | | |
| Mohave | | | | | \$75,000 | | |
| Yavapai | 5,040,000 | 1,600,000 | | | \$2,243,000 | | |
| Yuma | | | | | \$365,000 | | |
| Totals | 17,040,000 | 3,200,000 | | | \$5,145,875 | | |

Note: Provide numbers and amounts, as appropriate.

ENCLOSURE D TO MAJOR DISASTER REQUEST

Governor's Certification

I certify that for this current disaster, State and local government expenditures and obligations will include the non-Federal share of costs required by the Stafford Act. As stated in my basic letter, and based on information available at this time, tabulation of these estimated expenditures and obligations are as follows:

| CATEGORY OF ASSISTANCE | AMOUNT | | |
|---|-----------------|--------------|--------------|
| | STATE | TRIBAL | LOCAL |
| Individual Assistance: | | | |
| “Other Assistance” under the Individuals and Households Program | \$1,061,450.00 | 0 | 0 |
| Other (specify) Disaster Case Management | \$ 85,000.00 | 0 | 0 |
| Total: | | | |
| | | | |
| Public Assistance: | | | |
| Category A - Debris Removal | \$ 60,770.55 | \$ 7,125.00 | \$ 40,513.70 |
| Category B – Emergency Protective Measures | \$ 443,120.40 | \$365,185.00 | 254,503.60 |
| Category C – Roads and Bridges | \$ 645,521.55 | \$125,500.00 | 430,347.70 |
| Category D – Water Control Facilities | \$ 52,125.00 | \$ 42,500.00 | \$ 34,750.00 |
| Category E – Buildings and Equipment | \$ 77,447.85 | 137,375.00 | \$ 51,631.90 |
| Category F – Utilities | \$ 61,990.80 | \$ 12,875.00 | \$ 41,327.20 |
| Category G – Other (Parks, Recreational Facilities, etc.) | \$ 18,900.00 | \$ 16,250.00 | \$ 12,600.00 |
| Total: | \$ 1,359,876.15 | \$706,810.00 | \$865,674.10 |
| Grand Total: | \$2,506,326.15 | \$706,810.00 | \$865,674.10 |